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ROMANIAN ARMED FORCES TRANSFORMATION

BY

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USAWC STRATEGY RESEARCH PROJECT

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ABSTRACT

AUTHOR: Colonel Cornel Pavel, Romania Army
TITLE: Romanian Armed Forces Transformation
FORMAT: Strategy Research Project
DATE: 09 April 2002 PAGES: 37 CLASSIFICATION: Unclassified

Romania aims to create a compact, efficient and flexible military force that is fully capable of meeting its national security needs and NATO's expectations as a full Alliance member.

This paper discusses the competing requirements of these two conditions. It outlines Romania's objectives for its Armed Forces transformation, accession into NATO, and an important role in regional security.

Our transforming effort and NATO integration are concurrent processes and both must be transparent. Romania's national and regional security interests can best be met through association with the Euro-Atlantic security structures and NATO membership.

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ROMANIA'S ARMED FORCES TRANSFORMATION

"The new force structure we have considered is a structure that can be easily adapted to become interoperable with the force structure of the Alliance. But I want to emphasize once more that this force structure meets, first of all, Romania's security interests and then, if these also meet the integration requirements, it is even better."

— General Mihail Popescu, Chief of the Romanian General Staff¹

The acceleration of the process for political, economic and security integration in European and Euro-Atlantic structures and the building of an undivided, democratic and prosperous Europe, generates an expanded security area. This results in a requirement for an effective crisis management system and active participation in regional collective defense.

The evolution of the political-military situation and the modernization and adjustment of the military institution leads to a new security architecture. The Romanian Armed Forces will continue the reform process, in order to accomplish the missions that it has been assigned².

The result of this process will be the increased quality of professionalism, the fair and open promotion of military leaders, a high level of training and readiness of the active structures, the modernization of combat equipment and armaments, the more efficient management of resources, and a modern military education system (Fig.1).

The structure of the Romanian Armed Forces at the end of the first decade of 21st century will depend on our budgetary resources, and on the viability of the implemented strategies, doctrines and concepts, and also on the realism and efficiency of the restructuring and modernization process required to achieve the modernized structures and capabilities.

In 2010, Romania will have the appropriate sized and structured armed forces, highly trained and supplied with modern equipment, to carry out a broad range of missions. It remains the backbone of the national defense system, and will perform the whole range of specific military missions in peacetime, crisis and war.



FIGURE 1. FUTURE ROMANIAN ARMED FORCES

A MODERN ARMY IN A DEMOCRATIC SOCIETY

The year 1989 produced such extensive political and strategic changes on the European continent that it would hardly have been possible to envision them in the preceding years. The collapse of the Communist system and the fall of the Iron Curtain gave hope for a united and stable Europe. The old rigid demarcation between East and West that had existed during the Cold War is gradually being eliminated as the former Communist countries return to democracy and the market economy. We are now facing a period of transition, characterized by many difficulties.

Romania, a country lying in Southern Central Europe, whose geo-strategic importance is defined by the configuration of the Carpathian Mountains to the north-east, by the lower course and estuary of the Danube river, and by its Black Sea coastline, is also undergoing a process of transition. The changes which are taking place follow specific rhythms and embrace all aspects of our social life.

The Romanian Armed Forces are also being subjected to a process of restructuring and modernization imposed by the new political reality of the country and by the geopolitical situation of the region as a whole. In adopting the restructuring concept, we have started from the necessity of permanently ensuring our national defense and of establishing a military structure and a course of action compatible with modern armed forces. Romania's strategic objective, as has been officially stated on several occasions, is its integration into Euro-Atlantic structures. The close attention we paid to Partnership for Peace, which led to our being the first country to join, and our status of Associate Partner at the Western European Union, is practical evidence in support of this policy.

A number of favorable basic conditions made restructuring the Romanian military institution less difficult. There were no foreign troops in Romania in 1989 – the year of our Revolution. Following Romania's refusal to take part in the 1968 invasion of Czechoslovakia, we were obliged to adopt a national military doctrine based on defensive principles according to which defense was to be accomplished by our own resources with the result that the structure, function and training of our forces regained their national character. In fact, in training the officers and NCOs, we had gradually returned to a series of pre-1945 military traditions with very satisfactory results. Thus, 34% of Romanian officers are now graduates of military or civilian forms of higher education. Furthermore, our policy of restricting dependence on Moscow caused us to establish our own national defense industry which provided 70-80%, and at times even 85%, of our weapons and equipment requirements.

Romania had made a symbolic contribution (limited to staff exercises on the map) in the maneuvers carried out by the Warsaw Pact, although the structures necessary for such maneuvers were in fact available to us.

As a direct consequence of the way in which the army was trained - with national values as an essential characteristic - it joined the side of the Romanian Revolution in December 1989, which was both a patriotic gesture and a moral judgment. Those were elements by which the army indirectly expressed its will to be a basic institution of the new constitutional state, politically equidistant between the parties and under the control of civil society.

The restructuring of the Armed Forces is based on the Romania's new Constitution, adopted in 1991, which clearly defines the place and role of the Armed Forces in a democratic state. Unfortunately, this process of restructuring is developing under conditions of a severe economic recession, and of sources of conflict and instability which exist in close proximity to our borders.

Opening up to the West, creating an area of good neighborliness in Central and Eastern Europe through bilateral relations, and developing relationships with other armed forces are the main lines of Romanian foreign military policy, which constitute an integral part of the modernization and restructuring process.

THE SECURITY AND POLITICAL ENVIRONMENT

The 21st century will witness an emerging multi-polar world, in which competition for the control of strategic resources, the access routes to them, and the efforts for identifying solutions to mitigate the negative effects of globalization will increase. The effects of certain natural processes at the global level (the greenhouse effect, shortage of water, changing fertile land into desert, floods, earthquakes, exhaustion of natural resources etc.), simultaneously with uncontrolled demographic developments, will probably produce serious destabilizing processes in various parts of the world.

The current international environment, and especially in Europe, reveals several risk and even conflict areas. Unfortunately, some of these are in the close vicinity of Romania, although there is no immediate risk for the country to be involved in a military conflict. As Romania is not a full member in any collective security treaty for the time being, the country has to focus on fulfilling national responsibilities in the security field.

At the present time, Romania does not consider any state to be a potential enemy. However, the National Security Strategy foresees the potential for regional instability resulting from an imbalance of military capabilities; an overflow of ethnic, religious and other tensions and

conflicts; the expansion of terrorist networks and activities; the proliferation of weapons of mass destruction technology and material; the growth of arms trafficking; the spill over of drug trafficking, organized crime, illegal immigration and refugee migration; and the general uncertainty of international relations.

Program Force 2003, the new military force structure design that is currently being implemented, seeks to ensure that Romania is fully capable of responding to these risks and is able to effectively contribute to the maintenance of stability in and beyond the Balkan Region. Figure 2 shows the process of adapting the Romanian Armed Forces to security environment.

The National Military Strategy, approved by Government in April 2000, defines the missions of the Armed Forces in peace, crisis and war, and sets out the structures, level of forces and capabilities needed to deter and defeat any threat that endangers Romania's security, and enable Romania to participate in regional conflict prevention, crisis management and collective defense operations. Also, the National Military Strategy outlines the requirements for military education and training, logistics and infrastructure and establishes the resource priorities during the restructuring period. It directs the Romanian Armed Forces to be functionally organized into active, territorial and reserve forces within the Army and into active and territorial forces within the Air Force and Navy. The National Military Strategy establishes a force level of 112,000 active military and 28,000 civilian personnel.

This organization and structure has had the political endorsement of successive governments and strong public and military support. With the approval of the Government White Paper, the Romanian Parliament has agreed to increase the level of resources for defense budget, no less than 2% of the GDP. The government has allocated \$1.004 billion, about 2.47% of GDP, for defense in 2002³. The political parties have also committed themselves to support a restructured and modernized armed forces, and to sustain the national effort to prepare for NATO accession. This political option is supported by 85% of the

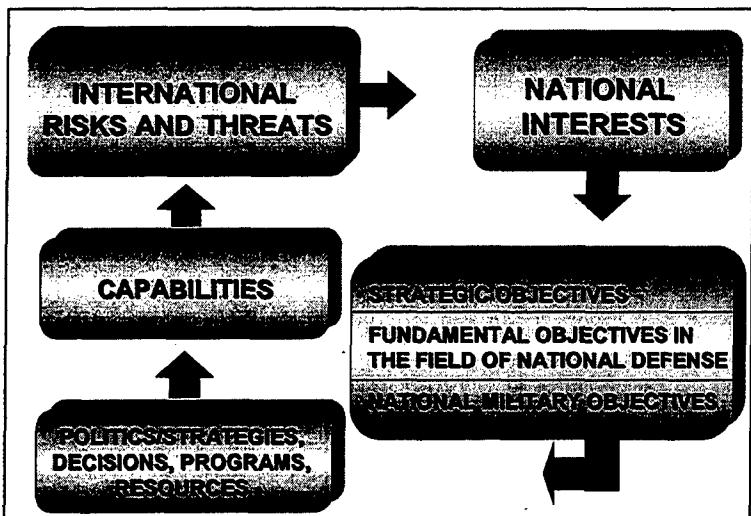


FIGURE 2. THE PROCESS OF ADAPTING THE ROMANIAN ARMED FORCES

Romanian population, and it meets the country's security requirements, on a short, medium and long term equally.

THE OBJECTIVES OF TRANSFORMATION

The restructuring and modernization process of the Romanian Armed Forces is being conducted while keeping and improving their capability of action. It has an immediate general aim and the main goal is the achievement of interoperability with the military structures of NATO members as Romania aims to join the Alliance.

The fundamental goal of the national defense of Romania is to achieve the required military capability for defending the national sovereignty and independence, the territorial integrity and unity, and the constitutional democracy. It extends to the goals of the integration into NATO and the active participation, international security bodies, in the strengthening of regional and global security and stability. The achievement of the fundamental goal of national defense depends on the attainment of the following national military objectives:

- conflict prevention and crisis management of situations which could directly affect the military security of Romania;
- support of public authorities in the case of civil emergencies and humanitarian actions;
- prevent, deter and destroy armed aggression against Romania by establishing a required, appropriate, modern and effective military force;
- develop the capability of the Armed Forces to conduct joint and combined operations both independently and within multinational forces;
- increase armed forces contribution to regional stability by participating in conflict prevention, crisis management and collective defense, as well as in humanitarian actions;
- intensify cooperation and gradual integration into NATO and EU military structures, while creating conditions for Romania's accession to them as soon as possible.

These general tasks are to be achieved by the following objectives:

- political and financial support to the military effort which will allow us to have an adequate operational force structure;
- reach an appropriate operational, technical and administrative level of interoperability among the armed services and between the Romanian and NATO member states Armed Forces;
- increase the maneuver and force projection capability;

- establish an optimum decision - making process and C4I system;
- increase the management competence at all levels of armed forces and use the allocated human, financial, and technical resources, more efficiently by implementing in the Ministry of National Defense a system of planning, programming, budgeting, and evaluation which is compatible and interoperable with those existing in NATO member states;
- achieving an optimum level of professionalism of the armed forces, providing adequate training for all personnel, creating proper work conditions and quality of life for all personnel.

By 2010 Romania will have a modern and credible defense force, equipped with modern combat equipment and trained according to NATO standards. It will be able to perform more effectively in modern warfare operations and operations others than war, in peacetime, in crisis situations and war, according to the requirements of national defense and to the international commitments assumed by the Romanian state.

NEW OPERATIONAL CONCEPTS

The training of the Romanian Armed Forces will be oriented towards the creation of a winner's mentality for all servicemen, who can quickly adapt themselves to the real conditions of operational situations, independently taking action within the national and multinational structures on our territory or abroad, based on the specific character and features of missions.

Simultaneously, the Romanian Armed Forces will develop the capability to quickly replace one type of operation with another one, within the same area of operation, by changing the maneuver from one area of operation to another one, by establishing groups of forces according to each type of specific threats, by having much higher response speed, and thus allowing us to exploit four new operational concepts: decisive maneuver; precision strike; multidimensional protection of own troops; and logistic concentration (Fig.3).

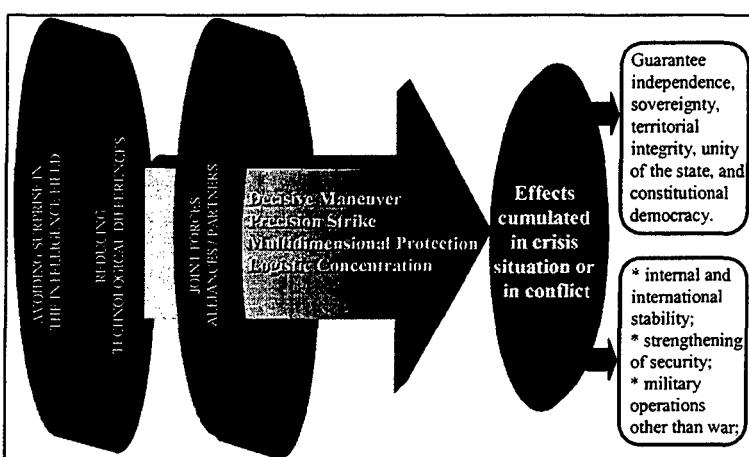


FIGURE 3. NEW OPERATIONAL CONCEPTS

Decisive maneuver will generate a new framework for the battlefield that will differ from the current one, made up of close, deep and rear operations. Deep engagement will be replaced, based on the decisive maneuver, by a concept founded on the simultaneous engagement of the combat force, all over the confrontation area, resulting in a multiplied effect and achieving more rapidly the envisaged results. When performing military operations other than war, the Armed Forces will be capable of taking over and maintaining control over any situation, rapidly reacting to any unexpected challenge and taking advantage of any opportunity. As it happens at war, the operations belonging to the type "other than war" will also attain the decisive character by using adequate forces and means in decisive points and in due time.

Providing operational intelligence capabilities, increasing responsiveness and mobility will give the necessary conditions to carry out the decisive maneuver for the purpose of jointly projecting and using land, air and navy structures in fulfilling missions in a very short period of time.

Decisive maneuver will allow the achievement of major advantages, determined by:

- presence of ready trained forces and the means to act from various locations;
- maintaining comprehensive system readiness in order to exploit advantages (asymmetrical, non-specific actions and focusing effects rather than means).

Precision strike refers to actions directed at identifying, locating, and attacking objectives of strategic and operational importance. Selecting and combining forces and weapons systems in order to get envisage effect and engage enemy targets, assess results and if necessary reengage targets are all parts of the concept. Precision strike implies well-equipped and trained forces, using flexible platforms and highly lethal ammunition and is characterized by:

- an ability to identify and engage targets at long ranges in a very short time and with high accuracy;
- an rapid response and engagement capability;
- an increased capability to provide an immediate and precise assessment of tactical, operational and strategic engagements, and of reengagement when necessary;
- an ability to minimize the collateral destructive effects by using high accuracy weapons in identifying targets and by selecting strike points and proper ammunition, characterized by high effectiveness;
- specific target identification and strike systems, characterized by a rapid identification capability and a continuous (timely) effective and connection between the recce and strike systems.

The multidimensional protection of own troops aims at supervising the strategic battlefield, developing the capability of ensuring the protection of own forces against a whole range of threats, from any dimension (land, air, maritime, space or informational); the reduction of risks they must be exposed to and limiting damage and casualties in combat; to preserve freedom of action during movement, maneuver and engagement, at the same time reducing the enemy's capability of affecting the actions of our own troops. The multidimensional protection is characterized by:

- identifying the vulnerability of own forces which can be potential objectives for the enemy;
- establishing a clear, precise and error-free difference between own forces and those of the enemy, at all levels and echelons, thus preventing fratricidal actions and engagement;
- reducing the risk and limiting casualties - others than caused by combat actions - by conducting a large scale of specific missions (e.g. taking safety and preventive medical assistance measures).

The logistic concentration consists in: providing operational computing and logistic technologies for creating an integrated system, having a modular structure and being interoperable with NATO member states. It also consists in conducting response actions in crisis or conflict situations, in ensuring freedom of action to logistic structures, in supplying materiel, equipment and assets according to the current situation and in the logistic support of forces at strategic, operational and tactical levels. The modernization of computing and logistic systems implies new concepts to be used regarding modular features, graduality, and their rapid management.

CAPABILITIES

The new strategic concepts (doctrine, C4I system, organization, procurement and equipment, training, personnel, logistics) will significantly change the structure and functioning of the military establishment. Their implementation will provide the basis for effective synergy of military operations; it will improve the combat capabilities of the Armed Forces, its formations and units (Fig.4).

Doctrine. The joint military operations doctrine of the Romanian Armed Forces express the missions in peacetime, crisis and war, together with the possible scenarios in which these missions will be performed and ways of performing them. The doctrine addresses the concept of using forces and/or means in the new geopolitical and geo-strategic context, and expresses the way in which, campaigns, operations or engagements are conducted at each level of action, having regard to high level objectives, as well as the context, forces and means available at a given moment. This doctrine will become the foundation for the projection of the concept on training and conduct of operations and actions as well as the pattern of organizing forces at all levels. It will ensure a homogeneous organization, psychology, action and unity of effort; it will direct forces within joint or multinational military operations and actions, in peace support or in response to crisis situations.

The joint military operations doctrine gives support for the operational doctrines of the individual Services and other actors who have a fundamental contribution on the decision making process. It is envisaged that the doctrine will evolve to take account of new technological developments in the field of advanced military systems, in order to ensure the best possible use of technological advances. Using the principles and concepts it will promote the doctrine of armed forces joint actions, will provide solutions for enhancing interoperability with the armed forces of allied and partner states, as well as with the other elements of the national defense system.

C4I System. The C4I system directs the needs of the Romanian Armed Forces towards modernism, and promotes the necessity of establishing command, control, communications, computers, information and interoperability based on: unity of command; centralized leadership; decentralized execution; unity of action; quality and efficiency of command and execution; strict hierarchy of structures; delegation of authority; strictness; readiness; taking responsibility in command. The interoperability of C4I systems will be enhanced in two main fields: procedures, techniques and organization for the command and control of military forces used both by NATO and by the Partnership for Peace member countries; compatibility of related systems deployed

in the field to command and control military forces involved in peacekeeping, humanitarian, and search and rescue missions. The modern C4I systems will be implemented at all echelons from strategic to tactical level, ensuring the rapid transition to operational status and the management of forces in real time both in peacetime and in crisis situations and war.

Organization. The organization includes efforts made for establish and improve the military systems, management organization, military actions and decisions implementation. The aim is to build up forces, generate structures according to interests, objectives and missions, establish modular specialized structures characterized by organizational flexibility, which have to be able of performing maneuvers and efficient operations and actions. The responsibilities, tasks and resources necessary to achieve the transformation objectives will be clearly specified and unnecessary elements in the structure/organization will be eliminated. The aim is to establish elements capable of generating during war the structures necessary to sustain defense efforts, eliminate constraints in the decision making process and establish individual responsibilities in conducting operations.

Equipment and Procurement. The equipment in the Romanian Armed Forces does not yet meet the requirements of the future battlefield and this situation will remain until adequate financial resources become available to fund a re-equipment program. The procurement programs will aim at achieving interoperability with the allied or partner armed forces as well as between individual Services and the other components of the national defense system. The modernization of the equipment supplied to the armed forces will include high tech military equipment and armament, operated by a reduced number of personnel and characterized by a high level of reliability and low energy consumption. The improvement of our equipment, will continue to be one of the main priorities of our defense planning and will be achieved by import and transfer of technology. The accuracy, mobility, standardization and interoperability will be the main requirements for the equipment to be supplied to the Romanian military structures.

Personnel. Personnel are the basic element and the foremost resource of the military power of Romanian Armed Forces. A first priority objective for our armed forces will be the efficient selection and use of human resources and their professionalism. Military personnel will meet, both in respect of number and quality, the purposes relating to the defense of our national interests, missions, responsibilities, concepts of joint military operations and also the new professional standards imposed by modern warfare. A new strategy to promote military professionalism will be conceived and implemented. Its fundamental objective will be the rehabilitation of military professionalism on the labor market, but also in the military establishment, in close connection with the " Guide on Military Career ". The competition

pattern for manning all military functions will be implemented. Competence will be assessed based on education, professional abilities.

Professionalism, improvement and efficient use of human resources will be a first priority objective for our armed forces.

Education and Training. In order to provide the Romanian Armed Forces with the capability of performing the missions assigned to it in peace time, in crisis and war, our military leadership will aim in the following fundamental training directions: the development of the ability for identifying and countering domestic and foreign risk, and interoperability with similar structures of partner armed forces. Coordinated planning and organization will ensure the systematic foundation of training, based on a uniform conception and plan, as well as the efficient use of available material and financial resources, by their strict correlation with our own programs.

The joint training of tactical, operational, and strategic level commands and echelons will be executed in conditions specific to real modern battlefield. The fundamental objective of the education of the Romanian Armed Forces will be the improvement of the knowledge of active duty and reserve personnel, at the level of modern armed forces requirements and standards. The achievement of educational programs for the education and training of military standing personnel and for the training of troops will further be influenced by:

- requirements and contents of military science and art;
- resources allocated to train military leaders and experts, individual and collective fighters and for the management of their professional development;
- strategies for the management of professional training of armed forces personnel;
- influences exerted by the revolution in military affairs on the training and education process;
- reduction of personnel strength.

The contents of the education programs and plans as well as the orders related to the training of Romanian Armed Forces will aim at training the personnel required for conducting efficient joint military actions in the integrated and cybernetic battlefield. The future military leaders will be trained to acquire the abilities and skills necessary for the execution of orders at tactical level and for implementing in a scientific way the decisions taken at higher echelons. They will be trained to be capable of solving the military issues in peace, crisis and war, including multinational operations and military operations other than war.

The service man, properly motivated, with intellectual and physical capabilities in accordance with the requirements of the future battlefield, and demonstrating a strong will, represents the key for building up the Romanian Armed Forces - 2010.

Logistics. Emphasis will be placed on developing a scientific approach to logistics planning at the national defense system level. A concept will be developed, together with all the measures and activities performed in peace time, in crisis and war, for the purpose of researching and achieving warfare production, defense land preparing, equipping and supplying forces with technical, medical, sanitary-veterinary, financial, communications or other kinds of assistance, necessary for the support of defense activities.

This new concept envisages the separation of the troop logistics from local government administration. Logistics personnel will be responsible for planning and organizing all elements of the support function in order to ensure the troops are equipped with everything they need to conduct military actions. We will apply the principle of establishing "the minimum ceiling of expenditure necessary to achieve national and military objectives" and not developing a military system based on the funds likely to be allocated. Will be establish the concept of: providing logistic support to military operations by a coordinated and complete appreciation of the issues regarding logistics; relieving combat structures of the responsibilities concerning troop logistics; providing a coherent information flow; the establishment of a continuous and effective logistic support system; the decentralized and specialized execution. Particular attention will focus on the following:

- Set up an integrated, flexible, computer operated, logistic system, capable of rapid modular adjustment.
- The conditions necessary to increase mobility and independence of command and execution structures in operations and combat will be provided.
- The logistic structures will be shaped in accordance with the new conception on organization and the missions specific to different echelons in peacetime, in crisis and war.
- The center of gravity of the non-specific logistic activity will be transferred to civilian contracting parties.
- A specialized maintenance system will be created and we shall give up completing deficits by cannibalization.
- The compatibility with similar structures of NATO member states will be achieved.

DEFENCE RESOURCE MANAGEMENT

Resources for defense come from five sources. The State Budget, the value of foreign credit for equipment that will be delivered in a budget year, compensation from former State owned corporations, and Government guarantees for major projects. Another important source of funds is the annual end-of-third quarter Rectification of the State budget.

The draft State Budget is forwarded to Parliament for approval by the 25th of September and is generally approved by 31st of December of the same year. Budget preparation within the Ministry of Defense occurs at three levels: the Financial Directorate for the Minister of Defense, the Chiefs of Service Staffs and the Brigade commands.

The Romanian Armed Forces have had to manage military reform through a difficult period of limited resources resulting primarily from economic change and negative growth. But after three years of economic decline (1997–1999), there are credible signs that a stable recovery is now underway.

Economic growth is projected to be above the 5.5 % level through 2005. In addition, some of the equipment necessary for the new force structure will be produced by the national defense industry after it will be

	2002	2003	2004	2005
Personnel	483.50	483.50	483.50	483.50
Credit repayments	240.20	237.80	190.40	128.00
Capital inputs (foreign credits)	122.25	26.20	0	0
Total fixed	845.95	747.50	673.90	611.50
Variable (discretionary)	196.05	371.50	528.10	673.50
Total	1,042.0	1,119.0	1,202.0	1,285.0

TABLE 1. PERSONNEL COSTS

restructured and its production capacities privatized. Nevertheless, the resources available for modernization will be constrained because of the social costs associated with the restructuring process. Table 1 shows that personnel costs are expected to remain high through 2005 because of the downsizing plans that are already in-place. The largest share, nearly half, of the budget will be absorbed by personnel costs including retraining for redundant personnel. A further 20% over de period 2001 to 2003 is allocated to repaying the credit commitments to fund modernization programs, leaving little room for new acquisitions until after 2004⁴.

Significant progress has been made in maturing the programs necessary to provide better management of the limited defense resources. A pilot Planning, Programming and Budgeting System effort, completed in 2000, demonstrated the merits of an integrated defence budget program. The refined use of output-based programs and budget requirements will enhance the process of financial control within the Ministry of National Defence. The new Planning, Programming and Budgeting System will help to set up the principles of civilian and democratic control over the Romanian Armed Forces, promote joint multi-year planning and programming, decentralize budget planning and execution and improve the transparency of the budget

process. It is based on the Government's commitment to increase defense expenditure proportional to economic growth and to ensure that defense expenditure does not fall below 2% of GDP. Also, it gives the integrated program and budget guidance necessary for the eight Ministry Program Managers to formulate and submit their requirements for 2002-2005 budget⁵. The Defense Planning Guidance directs projects reasonable, increases in the defense budget, based on realistic economic projections for GDP growth and the Government's commitment. It provides the basis for development and prioritization of all programs over the four-year period and gives a detailed review of all procurement programs.

PROGRAM FORCE 2003

Subject to many conditions of an internal nature, military reform depends on certain external conditions as well. For example, Romania does not belong to any alliance and benefits from no security guarantees although it is situated in a region with sources of conflict. To solve this security problem, Romania has launched a transformation

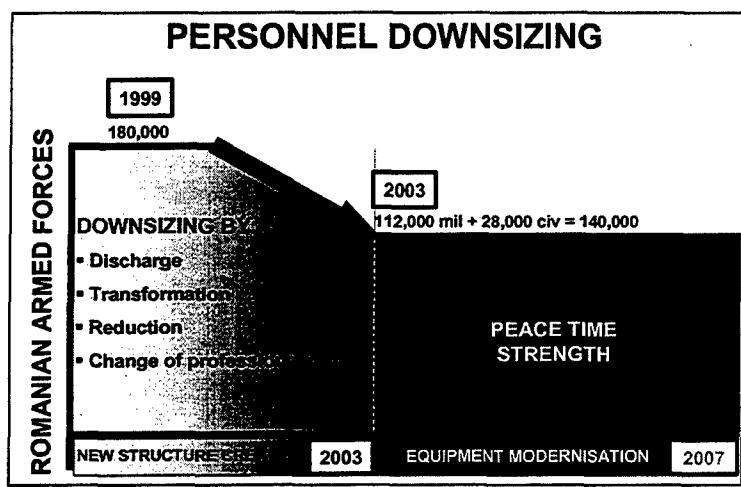


FIGURE 5. PERSONNEL DOWNSIZING

program of the Romanian Armed Forces. The program aims to reach a force strength more compact, professional, efficient, flexible, and NATO-standards compatible, in two phases (Fig.5). In the first phase(2001-2003), called "Program Force-2003", it will be created the force structure. In the second phase, which starts in 2004 and ends by 2007, it will be updated the combat equipment to fit the new created force structure. The downsizing of the Romanian Armed Forces has been ongoing for over a decade. Since 1989, active military personnel have dropped from 280,000 to 112,000, which is the authorized strength for the programmed force.

By the end of 2003, the Romanian Armed Forces structure will have the Ministry of Defense central structures, military services and other structures directly subordinated to the General Staff (Fig.6). The new force structure contains a mixture of active, territorial and reserve units, according to their readiness level. Each unit's mission and composition (i.e., active, territorial or reserve) determine the level of resources allocated to support its readiness. While all units will receive their full compliment of equipment, manning levels will vary significantly. Active units have the priority for personnel at 80-90% of their total strength. All

NATO designated units fall into this category. Territorial forces will be manned with 30-70% of their total strength and Reserve forces with less than 30%.

The Government and the Ministry of Defense have established priorities that support the ongoing reform and restructuring effort. These priorities include:

- eliminating unnecessary redundancies or capabilities;
- allocating the available resources to the highest priority units in accordance with the National Military Strategy force categories; and,
- judiciously balancing the mix of active, territorial and reserve units to meet security requirements.

Fundamental principles were applied in the development of Program Force 2003 to accomplish the tasks identified by the National Military Strategy, such as:

- development of a force capable of defending the nation's sovereign territory and, in times of crisis, capable of resolving the situation on terms favourable to Romania's national interests;
- streamlined command and control structures which are equipped with modern C4I systems and capable of transitioning rapidly from peace to crisis or war, to synchronize all military actions necessary to mitigate the risks or threats to national security;
- development of a balanced set of forces - active, territorial and reserve - that can rapidly respond to immediate threats based on the situation;
- establishment of a mobilization system that can rapidly respond in times of national crisis; and,
- ensure the capability to create joint task forces to conduct land, air and maritime operations.

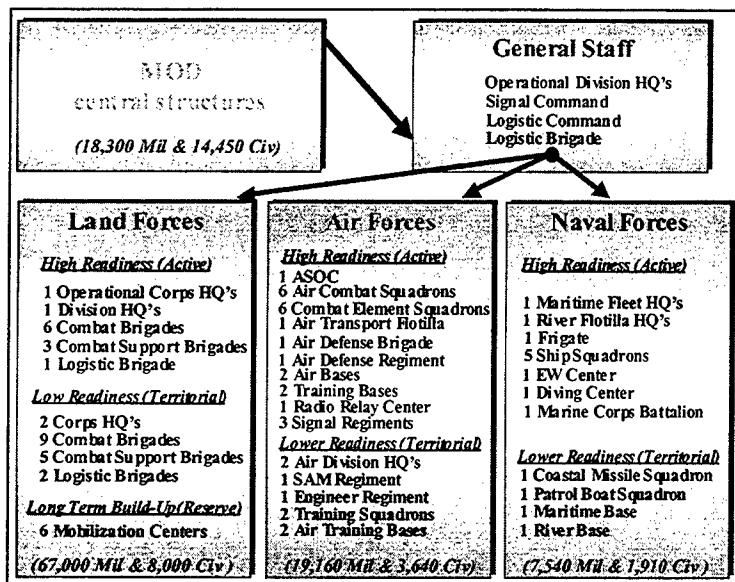


FIGURE 6. "PROGRAM FORCE-2003" ELEMENTS

In order to accomplish the planned end-strength, over 120 battalion-type units have already been eliminated or restructured and another 200 will be eliminated or restructured by the end of 2003. Table 2 highlights the phasing of the plan to ensure that resources can be tailored to the specific needs of the major organizations.

Following the restructuring, each unit must then complete a period of intense training - individual and collective - to attain operational proficiency in its new organizational configuration.

The Land Forces constitute the largest component of the Romanian Armed Forces. Program Force 2003 design is formulated around the brigade as the basic maneuver element for the Army. In total, nine active combat and combat support brigades will constitute the immediate response capability. Fourteen territorial combat and combat support brigades will support these active units. Three logistics brigades will provide sustainability. Command and control will be provided by an operational corps and one division headquarters for contingency missions, while two territorial corps headquarters will generate supporting forces as necessary.

The Air Forces contain all fixed wing and rotary wing aircrafts. It also has organic air defense assets for airfield protection. Restructuring has focused on eliminating older and less capable aircrafts and upgrading the MIG-21 with a fourth generation cockpit. A squadron of IAR-330 "SOCAT" attack helicopters has also been created. The new Air Forces' Air Sovereignty Operations Center has also achieved initial operational capability.

The Navy has experienced a significant downsizing over the last decade. A significant proportion of its ships have reached their decommissioning dates. The current strategy for restructuring the maritime forces has been to accelerate the decommissioning of less capable ships and place a number of

	2002	2003
Land Forces		
<i>Active Brigades</i>	2	3
<i>Territorial Brigades</i>	16	
Air Forces		
<i>Active Forces</i>	2 bases + 3 units	
<i>Territorial Units/Bases</i>	2	2
Naval Forces		
<i>Active Forces</i>	1	
<i>Territorial Units/Bases</i>	2	1

TABLE 2. RESTRUCTURING PLAN



vessels in territorial units at a lower readiness status. Future procurement will focus on increasing the number of frigates and modernizing the Navy's mine/countermine and Anti-Submarine Warfare capabilities.

FORCES AVAILABLE FOR PEACE SUPPORT OPERATIONS

Romania has been actively involved with NATO-led Peace Support Operations for over a decade. We have also been active in establishing regional formations to enhance cooperation and bilateral relationships with our neighbors. These events have been very useful in exposing our officers, non-commissioned officers and professional soldiers to the realities of Alliance operations. In order to fully prepare for Alliance operations, we have undertaken a major effort to integrate NATO Standardization Agreements in the training of units designated for these missions. Additionally, it started an ambitious program to modify the existing training regulations and develop joint doctrine to improve the capability to operate in a combined and/or multinational environment. One of the critical issues associated with these tasks is the necessity to reaffirm the leadership role of the NCO corps. Below are shown Romanian forces engaged in Peace Support Operation:

Regional political-military cooperation initiatives: *SEEBRIG – South-Eastern Europe Brigade* (Infantry Battalion, 1 Engineer Company, 1 Reconnaissance Platoon, 1 Transportation Platoon); *SHIRBRIG – Stand by High Readiness Brigade* (1 Infantry Company); *Joint Romanian-Hungarian Peacekeeping Battalion* (1 Infantry Battalion); *BLACKSEAFOR – Naval Cooperation Group at the Black Sea* (1 ship).

Peace Support Operations: *Land Forces* (1 Infantry Battalion - SFOR/KFOR , 1 Parachute Company, 3 Infantry Companies, 1 Engineer Company, 1 Mountain Company, 1 Military Police Company, 1 Mine-clearing Detachment); *Air Forces* (4 MIG-21 LANCER, 1 C-130B); *Navy Forces* (1 Frigate, 1 Minesweeper, 1 Diving Ship, 1 Maritime Tug, 2 Arty Carrier Ships, 1 River Tug, 1 Diving Team).

NATO-Led Peace Operations. The Romanian contribution to KFOR and SFOR is significant. It includes staff officers, NCOs, military police, engineer, and signal sub-units. For SFOR / KFOR strategic reserve, Romania has available 1 Infantry Battalion. The following package of Romanian forces is available for NATO-led Peace Operations: *Land Forces* – 3 Infantry Companies, 1 Engineer Company, 1 Mountain Company, 1 Paratroops Company, 1 Military Police Company, 1 Demining Detachment; *Air Force* – 4MIG-21 LANCERs, 1 C-130 B transport aircraft; *Navy* – 1 Frigate, 1 Maritime Tug, 1 Diving Intervention Ship, 2 Armored River Ships, 1 Diving Team.

Contacts and cooperation with western armies has also been enhanced through our active participation in Partnership for Peace events. Participation in such missions and training activities is essential for our officers and NCOs to gain experience and be exposed to NATO and regional expertise. We have an active system to assimilate lessons learned and feed that back into our internal training processes. Participation in these events also underscores the importance of the English language-training program. The bilateral programs mainly pursue fulfillment of the objectives identified in our Annual National Program for NATO membership. Priority is given to activities with NATO countries in the areas of personnel training to NATO standards, C4I, air and space management, defense planning, logistic and infrastructure.

FORCES AVAILABLE FOR COLLECTIVE DEFENCE

In addition to the units designated for Peace Support Operations and regional political-military cooperation initiatives, Romania has offered forces to participate in collective defense operations (Article V), outside of our national territory. Units designated for those missions will follow the same guidance and be allocated resources consistent with the criteria noted for Peace Support Operations / Regional political-military cooperation initiatives. They will be prepared for deployment within 30 days following notification.

Units designated for NATO and regional formations have received a priority for resources. Guidance and resource providing for the units designated for participation in such operations assign to the following criteria: manned at a minimum of 80% (of that 80% professionals and 20% conscripts); full equipped, including NATO-compatible communications equipment; required to allocate at least 30% of their training specific to Peace Support Operations and Article V related missions to include force protection task; strive to attain NATO standards for training proficiency; routinely use NATO's standard procedures; practice their English proficiency in routine communications; prepared for missions on national territory between 15 to 72 hours, and outside the national territory between 7 to 30 days after notification; deploy with sufficient supplies for at least 7-day of self-support.

The Romanian Armed Forces has undertaken a significant effort to restore its training regulations from the strategic to tactical levels. This includes an ambitious program to produce an entire hierarchy of joint-service manuals. The development of these regulations and manuals will form the authoritative basis for how the force will be employed. It is also critical in shaping the manning, equipping and training of units. It should be noted, that simulators and simulation are integral components of the Romanian Armed Forces training program. A National Simulation Center to support training across a full spectrum of operations (war fighting,

peace support operations and civil emergencies) is planned to be operational soon. Initially, the primary training audience will be the active, Land Forces brigades and battalions. This simulation capability will strengthen NATO compatibility as well as introduce simulation into Romania's academic and institutional training.

Our new logistics doctrine also emphasizes support of our forces participating in NATO operations. Our extensive participation in out-of-country operations has helped to crystallize the development of our National Support Element concept. This concept consists of a central coordination cell and tailored functional capabilities, such as transportation assets, maintenance capabilities, field services, medical support, etc. According to the new logistics management concept, elements of the modular logistic brigades will tailor National Support Elements to the mission, duration and area of operation.

Romania continues to work hard on resolving the difficulties associated with providing strategic lift for forces involved with collective defense missions outside the country. While our organic military lift capabilities are limited primarily to our four C-130 and seven AN-24/26 aircrafts, commercial agreements have been finalized to augment, both, our sea and airlift requirements.

We continue to develop our national assets that could support NATO operations in the region. Our unique geo-strategic position with regard to ports, airfields and infrastructure to support NATO forces has already been demonstrated.

MODERNIZATION PROGRAM

Romanian military leadership understand the significant challenges of modernizing our forces. In accordance with overall reform, restructuring and modernization strategy, major new procurement programs will not begin until after 2003. Our current and projected inventory of Conventional Armed Forces in Europe Treaty (CFE) is below established ceilings. The efforts to date on modernizing weapons' platforms have generally been limited to increase product improvements such as the MIG-21 LANCER Program and C4/CIS assets. Romania has also focused on providing the most capable systems to our active forces. Territorial Forces assets have second priority for resources. A significant amount of major equipment will also be placed in preservation (Reserve Forces) or reduced altogether. It should be noted that the destruction of excess/obsolete equipment represents a significant capital investment. Accordingly, our destruction effort will be paced by the availability of financial resources. The last column on the right of the table below provides a perspective on the additional equipment reductions that would be executed following an invitation to the Alliance.

Disposition of Major Equipment

Land Forces will retain less than 20% of its major systems (i.e., tanks, AFV and artillery) in the active brigades. These systems will receive the highest priority for maintenance and repair. The majority of equipment for territorial forces will be stored and maintained. Note that a NATO invitation would facilitate an additional reduction of major equipment.

Air Forces has already identified 60% of its older systems for elimination. The mainstay fighter for the foreseeable future will be the MIG-21 LANCER. The interim attack helicopter will continue to be the IAR 330 SOCAT.

The Navy's restructuring plan foresees placing about 61% of its assets in the territorial units, long-term preservation or through decommissioning. A significant capital investment program will be required to reshape the force with frigates, mine/countermine and Anti-Submarine Warfare capabilities.

HUMAN RESOURCES

Reform of our personnel management system is a critical factor in the ultimate success of our restructuring process. Romania has undertaken a radical reshaping of its personnel doctrine, practices and procedures. They ensure fairness and transparency, balance the rank structure, and provide personnel to units that have the right skills, training and required knowledge of English language. Our personnel policies have been reviewed and modified to be consistent with Western models. As part of our restructuring process the number of officers is being substantially reduced and the number of professional NCOs and contract enlisted personnel increased. For example, since January 2001 over 3,000 senior officers, including 44 generals, have been retired. Also, it has been reduced the number of

general officers positions by 306. By the end of 2003 it will end up with 140 positions (one general per 1000 men)⁶. Table 3 reflects that our planned 2005 manning will rely less on officers and conscripts, while placing greater emphasis on NCOs and enlisted professionals. These enlisted professionals will constitute the eligible pool of personnel available for selection as future NCOs. The goal is to increase the current level of professional NCOs by 60%. A large majority of them will fill junior leadership positions in combat and combat support units.

PERSONNEL	2002	2003	2004	2005
OFFICERS	19,374	18,000	18,000	18,000
NCOs	28,257	32,057	36,178	40,200
ENLISTED	20,500	22,300	22,300	22,300
CONSCRIPTS	40,869	39,643	35,522	31,500
CIVILIANS	31,000	28,000	28,000	28,000
TOTAL	140,000	140,000	140,000	140,000

TABLE 3. PLANNED MANNING BY 2005

We fully acknowledge that the development of an NCO corps modeled after Western armed forces will be a long-term project. However, special courses have recently been started to hurry the growth in NCOs, and a decision has been taken to extend the capacity of our NCO schools.

A broad range of new personnel actions have also been developed and promulgated in the recently published Military Career Guide, which establishes the structure for officer and NCO career development. The key components of this Guide are different career lengths (regular and short-term careers), direct and indirect paths to a military career, and professional education. The Career Guide also links promotion for officers, NCOs and warrant officers to education and training, as well as experience and potential. The goal is to put the best person in the right position. Additionally, the Romanian Armed Forces has embarked on the development of an in-house automated personnel accountability and strength management system to replace the current manual system, which is manpower intensive and manual in nature. While final development and implementation will be subject to availability of funding, we are confident that this initiative will significantly improve our ability to manage our personnel system.

In spite of our desire to move rapidly in the restructuring of our forces, Romania has emphasized the need to act with compassion in dealing with the career professional officers and NCOs who are leaving the military. A comprehensive transition management and re-conversion Program has been established in all forty-two counties, to assist in the transition of active duty military personnel into the civilian sector. Support to retirees is consistent with our culture and values and indicative of our desire to build a comprehensive personnel management Program. We believe that building a more professional force will ultimately depend on attracting and retaining the most qualified personnel. Accordingly, we will continue our efforts to develop a full range of programs to care for and support the professionals in whose hands the future security of our nation will rest. We have agreements with the Ministry of Education and Ministry of Public Administration to use the redundant officers and NCOs as teachers or in public administration positions.

OBJECTIVE FORCE

Romanian military leadership are confident that Program Force 2003 is the right force structure to unilaterally guarantee Romania's security and it will be able to achieve the improvements and reorganization that are necessary to ensure the quality of this force over the longer term. However, the size and cost of this force has significant implications for our ability to complete all of our restructuring programs and accomplish many of our modernization goals

until well into the longer term. NATO integration is the top foreign and security policy goal of the Government, and Alliance membership would substantially change our national security environment. We have undertaken a new force study to reassess our security requirements within the context of collective security. This future force is defined as the Objective Force.

The Objective Force is a definition, describing a next century Armed Forces, which is equipped with the newest technology of weaponry and transportation, including efficient command and control elements, weapon systems, and significant amount of combat and transport helicopters as well as ground transportation. There must be well trained, professional, units in high state of readiness in order to defeat an outnumbering, armored aggressor as well as conduct different military operations other than war. Conceptually, this force will be smaller but more flexible and more capable than the Program Force 2003 because collective security would allow the size of the current force to be considerably reduced, and the available funding to be more quickly diverted from personnel and restructuring costs to modernization and training. Broad goals will drive the development of the "Objective Force" structure, such as:

- **Force Composition.** Significant reductions in territorial and reserve components.
- **Equipment Procurement Strategy.** Balanced procurement along the following priorities: integrated air defense capability (radars, missiles and fighters); improved anti-tank capability through enhanced precision and lethality for tanks and artillery; modernization of naval mine/countermine capabilities; C4I/CIS; and logistic modernization.
- **Sustainability.** Improve logistical self-sufficiency of units designated for NATO collective defense and Peace Support Operations.

Force composition within the context of an Alliance collective security environment would have a significant impact on the redesign of the Romanian Armed Forces. A preliminary construct for the "Objective Force" shows that there will be a considerable reduction in Land Forces brigades – from 32 to 18. Additionally, the Air Force will reduce the number of aircraft squadrons and air defense units and the Navy will experience a capital investment program designed to increase the number of frigates.

The equipment procurement priorities also suggests that the "Objective Force" will have a better capability to deploy more rapidly and have the mobility necessary to operate in a tactical environment. It will possess weapons and systems to enhance force survivability, NATO compatible C4I systems, and a modern, self-sustaining logistics system. Additionally, the force will have a flexible design and a training strategy to ensure NATO interoperability and the ability to function in a variety of operational conditions (urban, mountains, plains, desert, etc.).

A well thought out and detailed "Objective Force" structure will establish clearly defined requirements for personnel, education, equipment and training, and identify the proper mix of active and reserve forces, as well as the right types of units. The goal is to develop a Romanian military force that will meet national security objectives and NATO's requirements. It must allow the leadership to ensure balance among the six most critical functions of a military force: organizational structure, training, leader development, doctrine, personnel quality and modernization.

Also, the "Objective Force" will require further fundamental changes in the training of our military personnel. Our education system must continue to improve the professional development of our leaders, and integrate the new concepts and technologies which are compatible and interoperable with NATO's forces. Training management must progress in order to optimize the time spent participating in training versus the time spent preparing for training. Modern equipment for the new force structure will be essential, and the enhancements in key areas will make possible a further reduction in the size of the current forces structure. That will have a positive impact on the ability of the Romanian Armed Forces to meet its national and international security requirements.

DIFFICULTIES

Military reform was and is still not without obstacles and difficulties. One of them is the lack of sufficient financial resources. Due to an unfavorable economic evolution, the defense budget was too small for the proposed aims. As a consequence, a process of rigorous correlation of the reform plans with budgetary restrictions has been initiated and is underway.

Another difficulty was the insufficient number of officers trained in keeping with NATO standards to be placed in key positions to assist the reform. Therefore, top priority has been given to staff training during this period.

On the other hand, the rapid reduction of the force structure has led to dysfunctions. Discrepancies also appeared between the units meant for Partnership for Peace Planning and Review Process (PARP) and the rest of the army, since a simultaneous "reform attack" at all army levels was practically impossible. The solution was to begin at the bottom and work up. The Rapid Reaction Force (brigade level) was selected as the basis for Romania's future force structure.

A study jointly undertaken by experts from the Romanian General Headquarters, the US Department of Defense and US European Headquarters (USEUCOM) assessed the situation

and determined the optimum ratio between resources and interoperability requirements, thus, laying the bases for the continuation of the reform.

CONCLUSION

The last decade has not been an easy period for the Romanian Armed Forces. We have had to deal with substantial change and reorganization under some very difficult circumstances. The political leadership and commitment was not always consistent, the resources needed were not always available, and we had to downsize our forces in an unfavorable economic environment. In addition, because of our inexperience, our vision of the goals that needed to be attained has not always been clear.

Nevertheless, we have accomplished a great deal. Our wartime force structure has been reduced by more than 75% and our active duty strength by more than 60%. A large portion of the financially burdensome structures have been eliminated; command and control has been improved; a NATO compatible communications system has been established; a planning, programming and budgeting system has been institutionalized; and some important modernization programs have been started. These are important achievements and they significantly contribute to the ability of our forces to operate along side NATO. However, if we are to accomplish all of the modernization and force improvements needed to make our forces fully compatible with the Alliance in a timely manner, we need to determine whether further reductions in our force levels can be taken. We have undertaken the task to study our future force requirements. We believe that a new force structure review will help us identify the shortfalls in our current force structure plans and further define the actions that need to be taken, and the programs that need to put into place, to make our forces fully compatible with NATO. I am confident that we have the political and public support, and the Government's commitment to accomplish this task and to build a force that will assure our national security, and make a meaningful contribution to the preservation of peace and security in our region and Europe as a whole.

WORD COUNT = 8,763

ENDNOTES

¹ Interview with army general Mihail Popescu, the chief of Romanian General Staff – Bucharest, June, 2001.

² The Romanian Armed Forces include the Land Forces, Air Forces, and Naval Forces which are all subordinated to the MOD.

³ Ioan Mircea Pascu, Romanian Minister of National Defense, "Romania's reform process is now irreversibly on track." Interview by Ian Kemp, JDW News Editor, London, 21 November 2001.

⁴ Ibid.

⁵ Program Managers: Chief of Army Staff, Chief of Air Force Staff, Chief of Navy Staff, Chief of J6, Chief of J4, MOD General Secretary, Chief of Military Intelligence Directorate, Chief of Euro-Atlantic Directorate. Romanian Ministry of National Defense. The Romanian Armed Forces: Reform and Preparation for Joining NATO. Available from <<http://www.mapn.ro/english/news/raf2001/raf2001.htm>>. Internet. Accessed 19 November 2001.

⁶ Ibid, 3.

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